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18 April 1947

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MEMORANDUM FOR THE DIRECTOR:

Subject: ICAPS Comments on Production Plan

1. The opinion of Colonel Galloway, Assistant Director of OSO, is that this paper is "loosely worded, indefinite, and feeble." ICAPS believes, however, that it represents an important step forward in interagency coordination and that it is the best paper that could have received the general concurrence of the several agency representatives at this time.

2. It is understood that each ad hoc member has also obtained informal concurrence of his IAB member. Therefore, there should be a minimum of IAB discussion.

3. Recommendations regarding the minority report from A-2 appear in paragraph 12.

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4. In the original drafts of the committee's forwarding memorandum, a direct abolition of the "third agency rule" was included. This was removed at the request of the Navy member. ICAPS believes that reference to the "third agency rule" should not be included in this paper, and that the abolition of the "third agency rule" may backfire to CIG's disadvantage. CIG should adopt the position that this paper recognizes the principle (paragraph 2b(3) and paragraph 2c(7)) that maximum inter-agency dissemination is established in NIA Directive No. 1, and that intelligence flow between departments and agencies shall be unrestricted, unless positive action is taken in the agency to prevent such flow in every specific case.

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5. Captain Davis of ONI has intimated a Navy desire to refer this paper to the JIC, the JCS, and the Joint Planners for concurrence since it will control the production of intelligence required by them. This is a tactical matter for your decision. You may care to insist rather on reference to the NIA, "the fountainhead of all departmental command."

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6. ICAPS does not concur in the proposal in paragraph 6d of the transmitting letter that an ad hoc committee "with as many subcommittees as necessary" be created to produce basic intelligence in National Intelligence Surveys. If G-2 and JIC transfer to CIG the SID and JANIS, ICAPS believes the present IAB ad hoc committee as an interagency planning board, plus working committees similar to that now operating on the Defense Project, under ORE guidance, will be capable of efficient handling. The transfer itself should be possible through procedures such as used for the transfer of the Washington Document Center, SSU, SDS, and GMDs.

It is understood that formal action is being taken by JIS to submit to the JCS a recommendation that the JANIS program be integrated with CIG. This recommendation will be based on CIG concurrence and capabilities to provide space and facilities.

In this connection it will be remembered that at the last NIA meeting Admiral Leahy stated that he intended taking up with the JCS the matter of CIG assuming the functions of the JIC. ICAPS has heard nothing further in this regard.

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7. Paragraph 2a(3) proposes that the adapted outline be issued as an annex to the NIA Directive. ICAPS prefers that it be issued as an "Implementation" thereto by the DCI in the name of the NIA. It thus becomes less rigid and more adaptable to changing requirements. G-2, not yet recognizing the DCI directive authority, supports the annex idea in order to obtain NIA authority for the outline and allocations. Their later proposal for subsequent changes at a lower level is not consistent with the original desire for NIA stamp of approval. An ICAPS alternate text for the first sentence of 2a(3) is:

"When completed as provided for above, this outline and initial allocations of production and maintenance responsibilities shall be issued <sup>by</sup> ~~in the name of~~ the NIA by the DCI as an implementation of this directive. It is expected, etc."

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8. ORE takes exception to 2a(4) as follows:

"The last sentence appears unduly restrictive since the editing and main publication responsibility will devolve upon CIG/ORE. It is considered that the Director of Central Intelligence should have some vested authority over the form of the production. A substitute statement as follows would appear to be more appropriate:

"The National Intelligence Surveys will be distributed in such form as shall be determined by the Director of Central Intelligence and the agencies concerned."

ICAPS believes that the ORE wording will not be accepted and is not important enough to fight for.

9. Paragraph 2b(3), OCD recommends the following wording:

"Interagency dissemination of current intelligence shall be subject to the overall planning and coordination of the Director of Central Intelligence and shall be based on stated requirements of the agencies, and upon their known missions and dominant interests."

ICAPS concurs but was unable to get committee concurrence.

10. In paragraph 2c(2) the words "production capabilities" have crept in unwittingly. They should be deleted since there is no plan to "recognize capabilities."

11. In paragraph 2c(3) the first three words should be "Any intelligence agency."

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12. On paragraph 2c(4), A-2 has a minority report as an enclosure to the paper. It is recommended that you support this A-2 position. Difficulty may be encountered in the A-2 proposal that A-2 have all air intelligence, including naval air intelligence. I personally suspect this is a bargaining point and will be conceded in favor of adoption of the rest of the paragraph.

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13. The section on CIG or national intelligence is subject to most careful review by us. ORE comment on this section is:

"2d(3) and (4). These paragraphs taken individually and together seem to lack clarity, and their meaning is vaguely conveyed. The purpose of these paragraphs is not precisely recalled by the undersigned, but rephrasing as follows is suggested to the end that the position of the Director of Central Intelligence in the national intelligence production picture may not be unduly restricted which does appear to be the case as a result of the current phraseology of the paragraphs in question:

"Paragraph 2d(3) - Suggested Revision

"The Director of Central Intelligence shall, with the advice of the IAB agencies, plan and develop the production of national intelligence with due regard to the production capabilities and dominant interests of the IAB and other departmental intelligence agencies concerned."

"Paragraph 2d(4) - Suggested Revision

"The individual departments or agencies shall prepare and submit to the Director of Central Intelligence, in accordance with their respective capabilities, such estimates, reports and periodic briefs or summaries in their respective fields of dominant interest as may be deemed necessary in the production of national intelligence."

ICAPS prefers the committee text for 2d(3) with the following change:

~~"upon which national intelligence is based~~ which will assist him in the production of national intelligence."

For 2d(4) it recommends the additions indicated by the following underlines:

"The Director of Central Intelligence shall by agreement with the pertinent agency or agencies request and receive such special estimates, reports, and periodic briefs or summaries to be prepared

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by the individual departments or agencies in their fields of dominant interest or in accordance with their production capabilities as may be necessary in the production of ~~mutually~~ undertaken intelligence reports or estimates undertaken mutually or by direction of the President or the NIA."

This paragraph provides for the preparation of broad intelligence studies which will require the enlistment by CIG of special effort by the agencies and possible inclusion of their work by CIG verbatim and without responsibility in the finished study. It is thus not strictly national intelligence as we usually conceive it and this paragraph might properly, but not necessarily become paragraph 3 below, removing it from the heading "d. Strategic and National Policy Intelligence."



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DONALD EDGAR  
Chief, ICAPS

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